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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

The present report, prepared pursuant to the General Assembly resolution 70/268 of 14 June 2016, highlights key developments in United Nations peacekeeping since the issuance of the previous report (A/70/579 and Add.1) and identifies issues for consideration by the Special Committee on Peacekeeping Operations. Addendum 1 of the present report provides the status of the specific requests made by the Special Committee in its 2016 report (A/70/19).

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I. Strategic context and key operational developments

A. Global trends in conflict and peacekeeping

1. With 65 million people forcibly displaced, armed conflict today is impacting the lives of a record number of people. Indeed, an estimated 30 to 40 per cent of political violence today is directed against civilians, affecting a disproportionate number of children and women.[1]

2. The tripling of the number of civil wars between 2007 and 2014, particularly in the Middle East and West Africa, has resulted in a surge of global conflict-related fatalities. In these environments, a new generation of armed groups has gained strength from instability. From Al-Qaeda affiliates to groups pledging allegiance to Islamic State in the Levant, many of these armed groups use terrorist tactics and are responsible for attacks against civilians and peacekeepers. Operating independently of each other, but within networks that straddle borders and draw on transnational organized crime, these armed groups defy traditional State-based responses. Achieving durable political settlements in these settings will be an enduring challenge for the international community, and a particular challenge for United Nations peacekeeping operations.

3. The resurgence of conflict highlights the difficulty of consolidating peace and stability in countries emerging from protracted conflict. Continued instability in the Central African Republic, the Democratic Republic of the Congo and Mali demonstrates the challenges of extending State authority and re-establishing order in areas where the State has been historically weak, absent or perceived as illegitimate, particularly when armed groups have established presences. In other places, where political violence is largely in the past, such as in Liberia or Haiti, vulnerabilities persist. Weak State structures and entrenched patronage systems that facilitate corruption, impunity and economic exclusion present significant challenges to efforts to sustain durable peace and stability. Building a long-term approach to sustaining peace that addresses critical drivers of violence remains essential going forward.

4. The regionalization of conflict continues to pose significant challenges, in conflicts both new and old. The spillover of conflict across borders is abetted today by information technology and is often linked to criminal networks. International unity around a common strategy to resolve or manage conflict, with regional and global actors pursuing conflicting interests, has proved elusive in environments such as of the Syrian Arab Republic and South Sudan. At the same time, greater efforts are required to devise and implement regional strategies that respond to the fluidity and the mobility of transnational threats.

5. Despite the challenges that the negotiation and the consolidation of peace settlements present today, they have never been more necessary. Research has shown that contemporary conflicts are overwhelmingly resolved through negotiations, rather than the military defeat of one side or the other. The use of force and the pursuit of political solutions are not mutually exclusive, but rather are mutually reinforcing. This is particularly relevant for United Nations peacekeeping

[1] Organization for Security and Cooperation in Europe, "State of Fragility Highlights", 2016, p. 18.

operations, which are designed and deployed in support of international efforts to achieve and maintain the political settlement of armed conflict. The experience of peacemaking, peacekeeping and peace consolidation efforts over the past year — from the Syrian Arab Republic to Yemen, from Western Sahara to South Sudan and from the Democratic Republic of the Congo to Mali — highlights the critical importance of international stakeholders, including the Security Council, aligning around a minimum political vision and shared set of objectives if international peace and security efforts are to have any impact. The current lack of international unity and cohesion on key armed conflicts is one of the most serious obstacles for individual conflict resolution efforts today, including in the context of United Nations peacekeeping operations.

6. In this complex and challenging environment, peacekeeping operations will need to be politically adept in identifying options to support coherent international strategies for negotiated settlements, while building collaborative partnerships with key stakeholders in each conflict context. The missions of the future will need to be even more tailored, flexible and nimble. This will mean developing new approaches to core mandate tasks, including reconceiving ceasefire monitoring functions to adapt to the conflicts of today, developing targeted strategies to address armed groups and rethinking peacebuilding approaches that are more catalytic, community-focused and responsive to needs. This will also require strengthening monitoring and evaluation and the ability to course-correct. This should complement existing efforts to strengthen performance, accountability and capabilities, and develop more robust safety and security measures.

B. Key themes emerging from operational developments in 2016

7. While progress was made across many peacekeeping missions in 2016, including in Côte d'Ivoire, Liberia and the Central African Republic, other missions, such as those in Mali, South Sudan and the Democratic Republic of the Congo, struggled to fulfil their mandates in the context of a weak or absent political process. A number of key issues cut across missions over the year, including on consent, operating in asymmetric environments, the protection of civilians and transitions.

8. In 2016, maintaining host Government consent for the presence of a peacekeeping operation was a pivotal challenge across many missions, including in Darfur and South Sudan, where restrictions on movement within the mission area continued, and in Western Sahara, with the expulsion of the bulk of the civilian staff of the United Nations Mission for the Referendum in Western Sahara in March.

9. Ultimately, securing and sustaining consent requires an investment of collective political capital by the Security Council. For its part, the Secretariat began working on creative avenues to build consent. In 2016, with a view to ensuring a common understanding of the purpose and the role of the peacekeeping operation, the Government of the Central African Republic and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) began to develop a framework for mutual accountability. The framework aims to enhance transparency and accountability in the Government's

delivery of key priorities and maintain coherent and sustained support of the international partners of the Central African Republic.

10. In 2016, non-permissive environments continued to challenge peacekeeping operations, costing peacekeepers their lives, impeding mandate implementation and highlighting the gap between expectation and capabilities. The Security Council, in its resolution 2295 (2016), called on the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) to adopt a more proactive and robust posture, including against asymmetric threats. In the Democratic Republic of the Congo, against the backdrop of a delayed electoral process, the fragmentation of armed groups, increasing tensions between communities and rising protection needs presented additional challenges for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Sporadic flare-ups of violence in the Central African Republic affected freedom of movement of MINUSCA and required the mission to respond robustly to implement its mandate. The capabilities required to respond to threats and deliver effectively on mandates, however, have not always been available, most strikingly in MINUSMA, where a significant capability shortfall remains. Meeting capability requirements for hostile, asymmetric environments, including helicopters, intelligence surveillance and reconnaissance, counter-explosive ordnance device units and armed personnel carriers, remained a significant challenge.

11. Incidents in South Sudan and the Democratic Republic of the Congo in 2016 highlighted the difficulty of translating comprehensive protection of civilians mandates into targeted action against parties, including at times Government forces, engaged in politically motivated violence against civilians. Although hundreds of thousands of civilians were protected in designated sites in South Sudan during 2016, the mission's ability to project into other areas to protect civilians remained limited. MONUSCO conducted operations to protect civilians in eastern Democratic Republic of the Congo with the armed forces of the Democratic Republic of the Congo, including against armed groups. Challenges related to remote terrain, conflicting mission priorities, mobility and information flow, and advance warning limited MONUSCO capacity to protect civilians in a proactive and robust manner. Again, experience demonstrated that the readiness and the willingness of uniformed contingents to deliver on the protection of civilians mandates was as critical as their capabilities.

12. With missions in Liberia and Côte d'Ivoire in the midst of drawdown, transition planning ongoing for Haiti and the Democratic Republic of the Congo in the midst of a reconfiguration, achieving a common understanding with national counterparts, United Nations and international partners on remaining priority tasks, the handover of security and capacity-building roles and sustainability in international support for sensitive tasks continued to be critical.

II. Implementation of the peace and security reviews

A. Review of peace operations

High-level Independent Panel on Peace Operations implementation update

13. The past 12 months have been critical for the peacekeeping reform agenda, as the Secretariat continued implementing the decisions of the Secretary-General on the implementation of the recommendations of the High-level Independent Panel on Peace Operations. Progress was made in the development of standards and procedures for addressing sexual exploitation and abuse and other misconduct and the updating and improvement of field support standards that fall within the purview of the Department of Field Support. The development of new capabilities and support to troop and police contributors through partnerships with Member States continues to be pursued, including in the context of the United Nations Chiefs of Police summit in New York held in June 2016 and the United Nations peacekeeping defence ministerial meeting held in London in September 2016, with a view to matching training and capacity-building pledges with requirements of new troop- and police-contributing countries. Significant efforts are being invested in fully operationalizing the Peacekeeping Capability Readiness System as part of broader efforts to strengthen strategic force generation and capability planning for peacekeeping operations. Work to strengthen the partnership between the United Nations and the African Union on peace and security continued (see section on partnerships).

14. The Department of Peacekeeping Operations and the Department of Field Support continued to develop tailored communications strategies that support mandate implementation and improve the perception of peacekeeping and the understanding of its role and impact on the ground. A revised policy on strategic communications and public information in the field emphasized a shift to a more dynamic, engaging and politically focused communications effort.

15. However, in some areas, progress has been slower than anticipated. Despite some advances, the review of key administrative and financial processes that may not be supportive of field operations was behind schedule. The establishment of a medical performance framework has been affected by Secretariat resource constraints, but additional support provided by some Member States will allow work to accelerate in the coming months. While efforts to better structure community engagement approaches are under way, the conduct of regular perception surveys remains challenging.

16. Going forward, the Department of Peacekeeping Operations and the Department of Field Support will continue to pursue the implementation of key recommendations, in consultation with Member States. Looking further ahead, at this time of significant change in the Organization, sustained focus and political support will be critical to maintaining momentum for their implementation. In addition to capability-related reform areas, greater collective action is required to strengthen the political role of peacekeeping operations, including through prevention and mediation efforts, as well as strengthening system-wide collaboration on sustaining peace.

Supporting political processes

17. Good offices and support to political dialogue and reconciliation are at the core of most peacekeeping mandates. The High-level Independent Panel on Peace Operations emphasized the primacy of politics and the need for peace operations to develop more robust political strategies. The Department of Peacekeeping Operations has endeavoured to further strengthen its political support to peacekeeping operations. Strategic reviews conducted on a number of missions during 2016 provided strategic direction to a number of peacekeeping operations and helped shape mandates and mandate implementation strategies. The Department of Peacekeeping Operations has also endeavoured to ensure understanding among the Security Council and Member States on the missions' priorities and challenges, including through regular briefings to the Council and troop- and police-contributing countries, as well as increased reporting.

Planning and analysis in peacekeeping

18. In support of system-wide efforts to strengthen United Nations peace operations analysis and planning and to improve planning, implementation and review processes specific to peacekeeping operations, the Department of Peacekeeping Operations and the Department of Field Support are finalizing a new policy on planning in 2016. The new policy articulates a standard planning process specific to peacekeeping, clarifies roles, responsibilities and decision points and ensures coordination and coherence in planning peacekeeping operations. The policy aims to ensure coherence in plans at strategic, operational and tactical levels. It will be mandatory for any planning process involving a peacekeeping operation throughout a mission's life cycle, including start-up, reconfiguration, transition and drawdown and withdrawal. A specialized training to strengthen skills in strategic and operational planning will accompany the roll-out of the policy. To continue building the capacity of United Nations staff, training on conflict analysis and strategic assessments and a workshop for strategic planners on integrated planning were also delivered.

Protection

19. Large-scale violence in several missions and notable failures to prevent violence against civilians in 2016 underscored the difficulties in realizing protection of civilians mandates. While equipping uniformed personnel with the right capabilities is important, systemic and political challenges also need to be addressed to enable peacekeepers to fulfil their protection of civilians mandates. Three are worth highlighting.

20. While there is often a humanitarian imperative to protect, peacekeepers cannot replace efforts to resolve conflict, which require sustained political engagement, creativity and partnership-building. High-visibility peacekeeping deployments risk eclipsing the difficult work of pursuing political solutions, shifting the onus of the international community engagement in a war-torn country away from the responsibilities of the Security Council to the performance of peacekeepers. Efforts to pursue political solutions to conflict must integrate protection considerations.

21. Host Governments have the primary responsibility to protect civilians, but that role may not always be fulfilled, either because of a lack of will or capacity. Where host Governments are unwilling or unable to protect their citizens, and a peacekeeping operation has a protection of civilians mandate, the mission has the responsibility to take action. In such situations, a range of strategies would merit consideration, including dialogue, diplomacy and other tools at the disposal of the Security Council. Where capacity is weak, missions may devise support strategies for national authorities.

22. Instances of failure to follow orders or the discovery of hidden troop- and police-contributing countries caveats at moments of crisis undermine a peacekeeping mission's authority and its ability to act decisively to protect civilians. Work has been initiated to clarify performance standards. The political commitment of troop- and police-contributing countries to carry out the mandate is vital to ensure that the mission performs to the standards expected by the Security Council. However, there is also a need to ensure that, for each mission, there is a common understanding regarding the use of force between the missions' leadership and uniformed personnel.

23. For their part, the Department of Peacekeeping Operations and the Department of Field Support have continued to work on strengthening missions' strategic and operational capacities to assess and respond to protection threats. In addition to facilitating protection of civilian tabletop exercises, the Department of Peacekeeping Operations and the Department of Field Support continued to support the implementation of protection of civilian mandates through the provision of policy and guidance, including guidelines on the role of United Nations police in implementing a protection of civilians mandate, which complement existing guidelines for military components. Better field reporting tools were tested in missions, enabling stronger assessments of protection threats and empowering missions to adapt to meet evolving environments. The Department of Peacekeeping Operations developed protection of civilians indicators to improve the ability of the Department of Peacekeeping Operations and the Department of Field Support to assess the effectiveness of protection of civilians mandates implementation in the field.

24. Studies have also been conducted on protection of civilians-relevant areas, including an internal evaluation of mission-specific protection of civilians strategies and a practice note on community liaison assistants, both of which will inform the design of mission protection of civilians strategies going forward. To improve coordination within and across missions, the Department of Peacekeeping Operations and the Department of Field Support also held the first senior protection of civilians adviser conference in March 2016.

Child protection

25. In October 2015, the Department of Peacekeeping Operations and the Department of Field Support launched a review of its 2009 child protection policy through a field-driven process. Major findings of the review informed the new Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs joint child protection policy aimed at enhancing respect for children's rights and strengthening the overall response to child

protection issues in peace operations. The new policy underlines missions' collective responsibility on child protection and the need to mainstream child protection throughout their work. It also stresses the obligation of all peacekeepers to uphold, respect and abide by the highest international norms and standards on child protection and provides clear guidance on key child protection issues, such as sexual exploitation and abuse of children, the detention of children, the military use of schools and the use of child labour by peacekeepers. The policy also encourages further collaboration with regional partners on child protection, with a view to strengthening consistency in the application of norms and standards, and building a shared foundation for policies and training.

26. The Department of Peacekeeping Operations and the Department of Field Support finalized the development of specialized child protection training materials for United Nations police, in close collaboration with the United Nations Children's Fund, the Offices of the Special Representatives for Children and Armed Conflict and Violence against Children and the International Bureau of Children's Rights. The materials will be validated and rolled out in partnership with Member States at the end of 2016.

Conflict-related sexual violence

27. As mandated by relevant Security Council resolutions, women's protection advisers in five peacekeeping operations supported the implementation of conflict-related sexual violence mandates by monitoring and reporting on incidents; mainstreaming and institutionalizing prevention and response measures; building the capacity of mission personnel; carrying out advocacy and constructive engagement with all parties to the conflict; and strengthening assistance to survivors within missions' overall protection framework.

28. To better address conflict-related sexual violence, in 2016, the Department of Peacekeeping Operations and the Department of Field Support finalized new predeployment and in-mission training materials for civilian, military and police personnel. These materials comprise operational guidance; best practices on prevention and response; ethical reporting of incidents; provision of comprehensive assistance to survivors; and guidance on engagement with parties to the conflict to end impunity.

Human rights

29. Human rights components in peacekeeping operations continued to support efforts to pursue peace through information collection, analysis, early warning and response, including within the framework of protection of civilians mandates, and the implementation of the Human Rights Due Diligence Policy. Human rights personnel provided training to peacekeepers on international human rights and humanitarian law and technical support to Government institutions and local stakeholders, and contributed to supporting peace processes, rule of law institutions and the fight against impunity.

30. Triggered by the allegations of sexual exploitation and abuse by non-United Nations forces in the Central African Republic that came to light in late 2014, the Department of Peacekeeping Operations and the Office of the United Nations High Commissioner for Human Rights conducted an internal review of the existing

procedures for reporting and following up on allegations of all serious human rights violations by international or regional forces. The review identified measures to strengthen existing mechanisms and an operational guidance was sent to all peacekeeping missions reminding the leadership and staff of their responsibilities and the specific actions that need to be taken to respond and protect victims, while following up with relevant authorities on the launch and status of investigations.

31. Under the screening policy, Member States are systematically requested to certify that the personnel they nominate have been screened, in order to ensure that those individuals meet the highest standards of integrity, including respect for human rights. In cases where the human rights records of military or police personnel are of concern, the United Nations works with these countries to put in place additional safeguards and take actions to strengthen their domestic screening process. Furthermore, States parties repeatedly listed in annual reports on children and armed conflict and on conflict-related sexual violence have been prohibited from participating in peacekeeping missions. My Special Representatives continued to work with contributing countries that are currently listed in those reports to achieve delisting.

32. The consolidation of specialized protection functions within human rights components of peace operations, as part of a set of measures to increase the coherence and impact of missions' mandate implementation, was initiated in three priority missions (MINUSCA, MINUSMA and the United Nations Assistance Mission in Somalia) in July 2016. The objective is to ensure a more systematic and comprehensive analysis of protection issues, and to build synergies in missions' strategic and operational planning, as well as mandate delivery, keeping the dedicated specialized capacity required to deliver on children and armed conflict and conflict-related sexual violence mandates.

Peacekeeping partnerships

Strategic context of partnerships

33. As pointed out by the High-level Independent Panel on Peace Operations, establishing effective partnerships between peace and security actors is critical to multiplying the impact of international conflict resolution, management and peacebuilding efforts. Regional organizations have deployed military or civilian missions alongside, before or after United Nations peacekeeping operations, requiring greater coordination and coherence at the strategic and operational levels during all phases of their existence. Similarly, effective cooperation between peacekeeping missions and humanitarian and development partners within and outside the United Nations system is critical to ensure international efforts are more than the sum of their parts.

United Nations-African Union cooperation

34. The United Nations and the African Union and the regional economic communities/regional mechanisms continued to work together to address peace and security issues in Africa, including the operationalization of the African Standby Force, and to enhance the capacity of the African Union to respond to violent conflicts on the continent, in line with the five-year work plan and the 2016-2020 road map for the implementation of the African Peace and Security Architecture.

The United Nations and the African Union provided extensive support to the Amani Africa II exercise cycle, one of the main instruments to evaluate the operational readiness of the African Standby Force, including its ability to respond rapidly to grave circumstances such as genocide, crimes against humanity and war crimes. Four of the five regional standby forces have declared full operational capability.

35. The United Nations continued to contribute to the development of core planning and technical planning documents in support of African Union operations in Somalia, against the Lord's Resistance Army and Boko Haram and in support of contingency planning in northern Mali. Support has included ensuring that these efforts are in line with international human rights standards. The United Nations continued its support to African military- and police-contributing countries in an effort to strengthen the coherence of the United Nations and the African Union standards, notably related to human rights frameworks, training and equipment, while also developing guidelines with the African Union that would help assess the effectiveness and the equipment of the troop-contributing countries and the police-contributing countries in different situations.

36. The African Union is the key partner of the United Nations in peacekeeping, with over half of all United Nations peacekeeping missions — and 80 per cent of uniformed personnel — deployed in Africa. Many United Nations peacekeeping missions were preceded by African Union peace support operations, and the United Nations continues to provide logistical support to the African Union Mission in Somalia through the United Nations Support Office for Somalia. The Secretary-General proposed the undertaking of a joint review and assessment of available mechanisms to finance and support African Union peace operations authorized by the Security Council, a proposal reiterated by the High-level Independent Panel on Peace Operations and endorsed by the General Assembly, the Security Council and the African Union Peace and Security Council.

37. In addition to assessing the support provided to date by operations mandated or authorized by the African Union, the review also examined related issues of doctrine, capability, safety and security, human rights and accountability. The review was completed in August 2016, and its findings were transmitted to the General Assembly in a letter dated 22 September 2016 (A/71/410-S/2016/809).

38. The Department of Field Support signed two agreements with the African Union in September 2016, on participation of African Union personnel in an administration and resource training programme and on the establishment of a peace support operations pilot staff exchange programme.

Partnerships with other regional and subregional organizations

39. Since the establishment of the United Nations Liaison Office for Peace and Security in Brussels in 2011, the United Nations has accelerated the development of efficient arrangements for peacekeeping partnerships with the European Union and the North Atlantic Treaty Organization (NATO). The European Union Global Strategy on Foreign and Security Policy, published in June 2016, refers to the United Nations as a core partner and proposes enhanced support from the European Union Common Security and Defence Policy to United Nations peacekeeping and peacebuilding efforts, especially in the area of rapid response. Through the policy, the European Union has deployed civilian and military missions working side by

side and in full cooperation with United Nations peacekeeping operations, the most recent example being the launch in July 2016 of the European Union training mission in Central African Republic. The two organizations have cooperated closely on a broad range of thematic and country-specific issues through the biannual Steering Committee on Crisis Management. Annual staff talks and regular interaction with relevant NATO counterparts focused on technical areas where NATO has specific expertise, such as countering improvised explosive devices and medical support.

40. The United Nations continued close cooperation with other regional organizations, including the League of Arab States, the Organization for Security and Cooperation in Europe (OSCE), the Collective Security Treaty Organization and the Association of Southeast Asian Nations, in enhancing liaison capacity, information-sharing, and other areas.

Partnerships with development and humanitarian actors

41. The Department of Peacekeeping Operations continues to work with United Nations agency, fund and programme partners on the development of integrated strategic frameworks to provide clear peace consolidation priorities for the United Nations when a multidimensional peacekeeping mission is deployed, including through the Global Focal Point arrangement on the rule of law, jointly led by the Department of Peacekeeping Operations and the United Nations Development Programme, and more recently on developing a framework for use of assessed funds for programmatic purposes.

42. Supporting smooth transitions, comprising mission start-up and surge or drawdown and withdrawal continued to be a key area of work. While transitions are inherent to United Nations missions given their temporary nature, leading, managing, coordinating and implementing United Nations reconfigurations in accordance with developments and needs on the ground remains a complex and challenging task. The Organization-wide policy on United Nations transitions has guided current transitions in Liberia and Côte d'Ivoire, and its application has promoted a forward-looking approach focusing on strengthening host governments and remaining United Nations entities' capacities to address residual peacebuilding needs.

43. The Department of Peacekeeping Operations has reinforced its partnership with the World Bank by utilizing its political mandate and field presence and the Bank's technical expertise. The Department of Peacekeeping Operations was instrumental in finalizing the strategic results framework for partnership activities and also in allocating resources and monitoring projects implemented through a multi-donor partnership trust fund.

Triangular cooperation

44. Cooperation between the Security Council, troop- and police-contributing countries and the Secretariat on mandates, capabilities and performance issues continued to expand through a number of formulas. The Secretariat conducted consultations routinely prior to and following all significant mission reviews or assessments, whether mandated by the Security Council or not. Troop- and police-contributing countries were also briefed on contingency plans for possible

peacekeeping deployments. Summits or ministerial-level meetings and other political level engagements were held to ensure a shared understanding between the Secretariat and Member States on pressing capability gaps and to identify new contributors.

B. Sustaining peace

Peacebuilding architecture review

45. The Security Council, in its resolution 2282 (2016), and the General Assembly, in its resolution 70/262, on the peacebuilding architecture review, recognized that "peacebuilding is an inherently political process aimed at preventing the outbreak, escalation, recurrence or continuation of conflict". The Department of Peacekeeping Operations has intensified efforts to ensure that those peacebuilding tasks are reflected in every stage of a mission cycle and that continuity is ensured throughout the different phases of United Nations engagement. With relevant partners, the Department is developing a framework for the use of programmatic funding to enable peace operations and partners to engage in joint programme design and delivery, benefitting from predictable and timely funding of early peacebuilding activities. This framework will include criteria so that the impact, the scope and the efficacy of integrated activities to sustain peace can be comprehensively assessed. Efforts are also under way to overcome different organizational and administrative practices between peacekeeping operations and partners in order to facilitate the implementation of programmatic funding. Meanwhile, the Department of Peacekeeping Operations continued to collaborate with the Peacebuilding Support Office on a number of country initiatives, including in the Central African Republic.

Rule of law and security institutions

United Nations police

46. As affirmed by the Security Council in its resolution 2185 (2014), United Nations policing is central to protecting civilians and preventing, mitigating and resolving violent conflict. In line with the peace operations review, the Secretariat commissioned an external review on the functions, structure and capacity of the Police Division (see A/70/357-S/2015/682). My forthcoming report on United Nations policing sets out a plan of action for how these recommendations will be taken forward across the United Nations system. The Police Division has begun implementing recommendations that fall within its remit to enhance United Nations police capabilities and overall performance. However, Member State support for further reforms and improvements will be needed.

47. The Department of Peacekeeping Operations continued to advance the Strategic Guidance Framework for International Police Peacekeeping. As part of the framework, the Department of Peacekeeping Operations was finalizing the guidelines on police administration and, in cooperation with Member State groups, developing manuals on community-oriented policing; intelligence-led policing; operational planning; integrated border management; monitoring, mentoring and advising; and donor coordination and fund management.

48. The Police Division, in consultation with missions and Member States, has advanced the review of the standard operating procedures for the selection, the assessment and the deployment of individual police officers, formed police units and police leadership to facilitate timely and high calibre deployments through a more consistent approach that directly supports the effective implementation of mandates.

49. The Department of Peacekeeping Operations has begun adjusting the recruitment system to be responsive to increasing demand for specialized skills. A new campaign for specialized teams was initiated in June 2016, together with a new Senior Police Leadership Roster campaign. The Department will continue to work with missions and Member States to ensure a broad range of personnel offering expertise in reform and development, including seconded civilians. In order to shorten the timeliness, and increase the effectiveness and the transparency of the selection of candidates, the Police Division refined its computerized human resources system, HERMES, including applications related to vetting, conduct and discipline.

50. With respect to preventing and addressing serious and organized crime, United Nations police continued to strengthen host-State capabilities in this area, together with the International Criminal Police Organization (Interpol) and the United Nations Office on Drugs and Crime. By gaining access to Interpol online training and its I-24/7 database, host-State transnational crime units and United Nations police are expanding their capacities to gather and analyse crime-related information.

Justice and corrections

51. Guided by the updated Department of Peacekeeping Operations/Department of Field Support policies on justice support (2016) and prison support (2015), justice and corrections components in eight peacekeeping operations continued to complement police and military efforts in strengthening the rule of law. In most mission settings, these efforts have focused on assisting national counterparts in operationalizing courts and prisons in areas affected by conflict; building core judicial, prosecutorial, defence and correctional capacities; and addressing high rates of arbitrary and prolonged pre-trial detention. Peacekeeping missions have also helped to set up the Specialized Judiciary Unit on Terrorism and Transnational Organized Crime in Mali, facilitated the inspection of courts and prisons in the Democratic Republic of the Congo to ensure compliance with national laws and assisted Central African authorities in establishing a special criminal court to adjudicate atrocity crimes and de-militarize the prison system.

52. More than 700 civilian and government-provided justice and corrections personnel, justice and corrections played a critical role in the implementation of peace agreements, the improvement of security and initiation of institution building. Those experts worked increasingly with partners to deliver mandated tasks based on working arrangements developed through the Global Focal Point for the Police, Justice and Corrections Areas of the Rule of Law in Post-conflict and Other Areas. Since I established the Global Focal Point arrangement in 2012, that working arrangement has grown to be a success, facilitating coordinated and coherent approaches, including co-location, integrated teams and joint programmes. In the

2016-17 budget cycle, the capacity of missions to implement mandates in the justice and corrections areas was also enhanced through the modest allocation of programmatic funds for rule-of-law initiatives. The Justice and Corrections and Police Standing Capacities continued to deploy rapidly to missions in response to requests for specialized assistance.

Disarmament, demobilization and reintegration

53. The Department of Peacekeeping Operations continued to adapt its disarmament, demobilization and reintegration (DDR) activities to respond to the particular characteristics of armed groups. This includes community violence reduction approaches, which have been applied in the Central African Republic, Mali and Darfur. The threat of violent extremism has challenged DDR to further pioneer new approaches, which have been piloted in the non-peacekeeping context of Somalia. The experience of supporting the Government in disengaging Al-Shabaab combatants has proven to be a bellwether of the challenges to DDR to come, including in Mali.

54. Although new challenges are driving innovation in DDR, old obstacles are becoming more pronounced. Reintegration, the final stage of the DDR process, is well known to be crucial to preventing the revolving door phenomenon. However, recent trends have seen development actors and donors stepping back from reintegration. For example, gains achieved in countries such as Côte d'Ivoire, where the United Nations Operation in Côte d'Ivoire (UNOCI) assisted the Government in disarming and demobilizing some 69,000 former combatants, have been put at risk, as reintegration support has waned as the mission draws down. Peacekeeping operations themselves do not carry out reintegration activities, and are dependent on development partners in this regard. The voluntary participation of development actors and donors has in the past covered this gap, but the repercussions of the global financial crisis, changes in policy and concerns over engagement with violent extremist elements have heightened this issue.

Security sector reform

55. The role of security sector reform as an intrinsic component of peace processes and peacebuilding efforts continues to grow, with a broad range of activities across missions. In particular, the process of integration of armed groups into security sector institutions has emerged as a priority for ensuring the implementation of peace agreements, such as those being implemented through support from MINUSCA, MINUSMA and the United Nations Mission in South Sudan. The Security Sector Reform Unit and the DDR Section, in consultation with Member States and partners, will initiate the development of guidance on security sector integration.

56. The Department of Peacekeeping Operations increasingly supported complex reform efforts, often in cooperation with partners such as the European Union. For example, the Department of Peacekeeping Operations will conduct a comprehensive review of the Department of Peacekeeping Operations and the Department of Field Support Policy on Defence Sector Reform. The Department of Peacekeeping Operations supported a range of mandated activities in that area, adopted in 2011, including in the Central African Republic, by providing advice on the vetting and

integration process for the armed forces and Mali, by supporting the operationalization of the mixed patrols, the design of a national integration programme and the redeployment of the Mali Defence and Security Forces.

57. The Department of Peacekeeping Operations continues to lead the efforts of the Inter-Agency Security Sector Task Force, and it initiated consultations on a plan of action for the implementation of Security Council resolution 2151 (2014). Recognizing the role of regional organizations for security sector reform, the Department has commissioned an independent mapping of regional support to security sector reform in cooperation with the European Union, the African Union and OSCE. The partnership with the World Bank has continued to grow, with joint public expenditure reviews of the security sector planned in the Central African Republic, Guinea-Bissau and Liberia.

Mine action

58. Mine action activities in peacekeeping to protect United Nations personnel and enable missions to operate and implement their mandates effectively have continued to expand. Once restricted to "demining", United Nations Mine Action Service (UNMAS) activities are now more varied, having grown to encompass three broad categories: risk mitigation and clearance of landmines and other explosive remnants of war; weapons and ammunition management; and improvised explosive device threat mitigation. This has required a more diverse mix of qualified personnel and assets and a broader base for financing.

59. UNMAS risk mitigation and clearance activities enable core mandate tasks, for example, safe monitoring and patrolling by United Nations observers in the disputed Abyei region; humanitarian access in South Sudan; protection of civilians through the clearance of explosive hazards in Democratic Republic of the Congo, the Central African Republic and South Sudan; support to the extension of State authority and DDR and security sector reform through the safe and effective management, storage and security of ammunitions and weapons stockpiles across a number of missions. UNMAS also provides improvised explosive device threat mitigation advice, expertise and training to peacekeeping operations, including in Mali and Somalia.

C. Women, peace and security and gender equality

Implementation of the Security Council review of its resolution 1325 (2000)

60. The Global Study on the implementation of Security Council resolution 1325 (2000) provided added impetus to the existing commitment of the Department of Peacekeeping Operations and the Department of Field Support to integrate gender issues into the broader peace and security framework and to develop policy, guidance and accountability mechanisms. Heads of mission and the Department of Peacekeeping Operations and the Department of Field Support Under-Secretaries-General are now held to account on their integration of the women and peace and security agenda in their work through their compacts with the Secretary-General. To provide direct assistance to peacekeeping leadership in their gender mainstreaming commitments, mission gender advisers have been relocated to the Office of the Special Representative of the Secretary-General and at Headquarters to the Office of

the Department of Peacekeeping Operations and the Department of Field Support Chief of Staff. Gender indicators to be included in mission results-based budgeting processes were also under development to guarantee that gender is adequately mainstreamed across all section workplans.

61. Cooperation with the Department of Political Affairs and the United Nations Entity for Gender Equality and the Empowerment of Women has been strengthened by a number of joint projects that the Department of Peacekeeping Operations and the Department of Field Support have undertaken with them, including identifying women and peace and security priorities in transitions from peacekeeping to other United Nations presences.

Gender

62. Significant progress has been made in meeting objectives to mainstream gender and the women and peace and security agenda into the Departments' work through the Department of Peacekeeping Operations-Department of Field Support Gender Forward-Looking Strategy. Going forward, departmental efforts will focus on three priorities: achieving gender parity through the recruitment of female uniformed and civilian personnel (see section below); strengthening a protective environment, particularly through the work of substantive components; and supporting gender in political dialogue, including through greater female participation.

63. To support improved reporting to the Security Council on women and peace and security, a gender-sensitive reporting and conflict analysis training programme was being conducted for gender focal points and planning officers at Headquarters. In addition, the Gender Training Strategy has been updated to reflect the development of comprehensive training for Headquarters and mission personnel and the finalization of the specialized gender training for tactical level military personnel. Gender is also mainstreamed throughout all peacekeeping training, including for senior management.

64. As requested by the Special Committee, Global Open Days for Women and Peace continue to be organized in field missions, and the Gender Unit has been conducting an evaluation of the events since 2010 to identify progress and responses of missions to requests by civil society. The evaluation will be finalized in December 2016.

Increasing the participation of women in peacekeeping

65. Improving the participation of women in peacekeeping is a key priority. From January 2007 to September 2016, the percentage of female heads and deputy heads of mission increased from 3 to 25 per cent. The Department of Field Support has continued to engage in direct outreach to potential female candidates and liaise with internal and external partners to expand the pool of qualified female candidates. Gender considerations are also mainstreamed into the selection of senior leaders. The Senior Women Talent Pipeline, launched in January 2014 to recruit women leaders at the Director level for United Nations peace operations, has also supported these efforts.

66. The Police Division launched a multi-pronged strategy to improve gender balance. With women comprising 17 per cent of all individual police officers and 6 per cent of formed police units to date, the United Nations police is putting all its efforts towards its goal of 20 per cent, as outlined in its 2009 Global Effort. The Division's all-female assessment courses have led to the deployment of more than 500 female police officers. It also includes provisions in individual police officer and formed police unit assessment guidelines to prioritize the deployment of females, including options for flexible deployments. Improving senior female representation through the Senior Police Leadership Roster is a strategic priority.

67. Female military peacekeepers make up 3.4 per cent of the United Nations peacekeeping force and 5.6 per cent of military observers and military liaison officers, which represents an increase of 0.3 per cent and 1.4 per cent, respectively, since July 2015. At the London defence ministerial meeting held in September 2016, 72 Member States committed to support the Department of Peacekeeping Operations in achieving a target of 15 per cent of female staff officers and military observers by December 2017 and doubling female military members by 2020.

III. Performance, capabilities and field support

68. The Department of Peacekeeping Operations and the Department of Field Support efforts over the past years have centred on strengthening uniformed capabilities, many of which were also highlighted in the agenda of the High-level Independent Panel on Peace Operations, to better execute complex mandates in increasingly dangerous settings. This section highlights progress and outstanding work in key areas.

A. Enhancing performance

Strategic force generation

69. Following the successful 2015 Leaders' Summit on Peacekeeping and the 2016 United Nations Chiefs of Police summit, the immediate priority of the strategic police and force generation initiative has been the rapid build-out and institutionalization of the Peacekeeping Capability Readiness System. As a result of the efforts of the Strategic Force Generation and Capability Planning Cell and relevant troop- and police-contributing countries, more than 60 countries now have military or police units registered in the Peacekeeping Capability Readiness System. To assess the actual capabilities of each pledge and to improve the preparedness of the pledged units, the Cell, in coordination with the Office of Military Affairs and the Police Division, organized and conducted assessment and advisory visits to a total of 21 countries during the period. This significant effort was crucial to ensuring sufficient pledges at Levels 2 and 3, should any new urgent requirements arise. Following assessment and advisory visits, when needed, the Cell has coordinated with other parts of the Department of Peacekeeping Operations and the Department of Field Support, as well as bilateral capacity-building Member States, to support the capability development and training needs of troop- and police-contributing countries that require it.

70. The United Nations peacekeeping defence ministerial meeting that took place in London in September 2016 resulted in new pledges of troops and police. It was also an opportunity to take stock of the pledges made in 2015, as well as to highlight capabilities that are still lacking, specifically female troops and police, francophone units and rapidly deployable capabilities. Notably, six Member States pledged to place units at the Rapid Deployment Level for 2017, which will be deployable within 60 days. Going forward, the Department of Peacekeeping Operations will continue to request Member States to maintain sufficient units at a high state of readiness to operationalize the rapid deployment concept. Additional priorities will include further assessment of the capabilities registered in the Peacekeeping Capability Readiness System, increased engagement with Member States to identify opportunities to fill emerging capability gaps and the development of triangular capacity-building partnerships.

Supporting performance in the field

71. A number of interrelated systemic issues continued to affect the ability of uniformed components to deliver on their mandates, safely and securely and with the requisite level of support. Recurrent, systemic challenges identified by the Office of Peacekeeping Strategic Partnership, through 11 missions reviews conducted since its inception, include those related to executive guidance and direction; leadership; integration, including command and control and planning; force generation; compliance with mandates, memorandums of understanding, policies and guidelines; and mission support, including conduct and discipline and welfare.

72. The Department of Peacekeeping Operations and the Department of Field Support continued to address the most pressing systemic issues encountered through a number of policy and guidance initiatives outlined below. Efforts also included discussions with Member States to assist in bridging gaps and briefings on the review findings of the Office for Peacekeeping Strategic Partnerships.

73. The Operational Readiness Assurance and Performance Improvement policy, promulgated in January 2016, delineates the responsibilities of troop-contributing countries, Headquaters and field missions in improving the performance of peacekeepers. In line with that policy, troop-contributing countries must now certify the operational readiness of the units before their deployment. This certification states that the unit has been tactically organized in accordance with the United Nations Force Requirement/Statement of Unit Requirement, and is prepared to fulfil its tasks under the provisions of the mission's concept of operations and rules of engagement. It also certifies that the unit has the appropriate resources and equipment for the execution of its assigned tasks, has undergone predeployment training to United Nations standards and specifications, has been prepared and tested through self-evaluation and field exercises and has the capability and willingness to operate on the basis of peacekeeping tactics, techniques and procedures, in order to accomplish the mandate of the mission. Troop-contributing countries are also requested to conduct screening for misconduct and to certify that none of the units' members have been involved in a criminal offence, including of a sexual nature, or have been convicted of, or are currently under investigation or prosecution for, any criminal offence or any violation of international human rights law or international humanitarian law.

74. This policy has been complemented by the evaluation of unit performance by force commanders, and by that of force headquarters by the Secretariat. The Secretariat is developing guidance for troop-contributing countries on operational readiness preparation, which will provide troop-contributing countries with clarity on expectations related to individual standards, as well as predeployment training. Finally, guidance on the use of force will also support performance improvement.

75. Policy and doctrine papers, as well as operational documents, continue to integrate gender perspectives. The establishment of dedicated, military gender advisers into missions and initiatives such as the Military Gender Advocate of the Year Award, should raise the awareness of gender in the military context.

76. With respect to improving the performance of United Nations police components, the Guidelines on Police Command and Police Operations of the Strategic Guidance Framework for International Police Peacekeeping, adopted in December 2015, outline the resources, skills, capabilities and structures required to lead a United Nations police component in United Nations peace operations, as well as day-to-day tasks. Concurrently, the review of the formed police unit policy and predeployment assessment procedures are being finalized. The selection of police-contributing countries is based on past field performance, including on conduct, accountability and current capabilities, as ascertained by assessment and advisory visits, predeployment visits and contingent-owned equipment verification, and predeployment assessments. With the establishment of the Peacekeeping Capability Readiness System, performance and capability aspects of contingents are now centralized.

77. The triangular partnership project initiated with extrabudgetary support by the Department of Field Support to enhance the capacities of African troop-contributing countries in rapidly deployable engineering capabilities to United Nations peacekeeping operations enjoyed successful continuation with two regular training sessions, as well as a pilot training-of-trainers course conducted in 2016. It is encouraging to note that pilot training-of-trainers course graduates of at least one of the troop-contributing countries has already started training students in the home country. Deployment of the first trained contingent is being planned for 2017. In addition, a curriculum development and integration workshop to identify guidelines and key training modules, training needs analysis of two troop-contributing countries to identify their needs and a multilateral planning and stakeholders' workshop to help expand partnerships and plan for 2017 were also conducted. Moving forward, opportunities are being explored to expand training to include a mobile training course. Subject to support, this triangular partnership concept could be considered for expansion to other areas such as medical services.

Training and best practices

78. During 2016, much of the training support effort focused on strengthening the performance and effectiveness of uniformed and civilian peacekeeping personnel. Following the 2015 peacekeeping summit, the Department of Peacekeeping Operations and the Department of Field Support provided support to the operationalization of Member States' additional pledges of troops and capabilities. New and emerging troop- and police-contributing countries were supported through the United Nations National Planners Course, which provides the skills needed to

plan, prepare, train, deploy, support, sustain and rotate uniformed personnel. The Department of Peacekeeping Operations and the Department of Field Support also gauged training capacity needs and assisted troop- and police-contributing countries to meet training requirements through mobile training teams.

79. The running of a United Nations peacekeeping pilot training-of-trainers course will enhance troop- and police-contributing countries' training capabilities by providing consistent and quality training support to Member States' trainers. The Department of Peacekeeping Operations and the Department of Field Support also began developing training as part of a comprehensive approach to improve the performance of military staff officers at Force headquarters, in particular to address high turnover.

80. The Department of Peacekeeping Operations and the Department of Field Support began developing an integrated protection of civilians package for predeployment and in-mission training, combining for the first time guidance on protection of civilians, child protection and conflict-related sexual violence into one set of training materials, providing a single comprehensive package to Member States.

81. Tabletop exercises to strengthen mission capacity, particularly that of senior leadership, to respond to operational needs have taken place, including on protection of civilians in the United Nations Interim Force in Lebanon and the United Nations Mission in Liberia (UNMIL). Integrated training services will deliver a trainer-of-trainers course for mission trainers to build mission capacity to deliver tabletop exercises. Senior leadership training will also be strengthened through greater use of scenario-based exercises.

82. Since December 2014, the Peacekeeping Resource Hub, now available in all United Nations official languages, has expanded to contain 259 peacekeeping guidance and training materials, and has had 563 Member State subscriptions; with an average monthly download of over 4,000 training and guidance documents. The Department of Peacekeeping Operations and the Department of Field Support also documented the experience of outgoing senior mission leadership through end-of-assignment reports.

83. With demand for training support exceeding the capacity of the Department of Peacekeeping Operations and Department of Field Support, Member States support was being sought in the form of expertise for mobile training teams; bilateral Member State support to troop- and police-contributing countries; financial support for leadership training; and offers for hosting training-of-trainers courses and development workshops.

B. Enhancing capabilities

Uniformed capability development agenda

84. The Department of Peacekeeping Operations and the Department of Field Support have continued to work with troop-contributing countries and police-contributing countries to enhance the uniformed capabilities of peacekeeping operations to better adapt them to the mandates and the operating environments of modern peacekeeping operations. In 2016 the Uniformed Capabilities Development

Steering Group oversaw the ongoing implementation of eight projects dedicated to specific areas of capability development, including by establishing ongoing working groups with Member States to capitalize on their technical expertise and the operational capacities and, in some cases, to financially support priority projects. Projects focus on rapid deployment; standing capability; survivability; planning and implementation; high mobility units in theatre; transnational threats; information-led operations; and medical support.

Intelligence in peacekeeping

85. As peacekeepers continued to face diverse and challenging security threats in 2016, increasing consideration has been given to intelligence as a critical enabler to permit missions to operate safely and effectively. In line with the recommendations of the High-level Independent Panel on Peace Operations and guidance from the Security Council and the Special Committee, the Secretariat has continued to work to enhance the capacity of peacekeeping operations, where necessary, to gather, analyse and react to intelligence on threats to safety and security, civilians, or other mission mandates.

86. The MINUSMA All Source Information Fusion Unit has played a valuable role in this regard. In late 2015, an assessment exercise on the use of intelligence capabilities in MINUSMA informed the development of a new, more integrated and whole-of-mission structure for MINUSMA. Elsewhere, missions continued to make increasing use of technologies such as unmanned aerial systems, as well as information gathering through equally important patrols and local community engagement to enhance situational awareness.

87. Lessons from these and other initiatives have pointed to the need to strengthen the guidance framework around intelligence in peacekeeping operations. To that end, the Secretariat, in close consultation with Member States, has undertaken work to develop a policy on intelligence in United Nations peacekeeping operations. Consultations have provided opportunities to understand and address the priorities and the concerns of Member States, contributing to a policy that will articulate a consistent and principled approach firmly grounded in United Nations values, including on the confidentiality and the protection of sources; the establishment of a robust oversight regime; and an effective whole-of-mission approach. Once complete, the implementation of the policy will require the development of operational guidance for the activities of individual mission components, including guidance for both military and police components. These efforts are complemented by work to enhance information management and security across peacekeeping missions, including the roll-out in 2016 of mandatory information sensitivity training and the ongoing development of a privacy policy.

Technology and innovation

88. Efforts to enhance the use of technology in peacekeeping operations over the past year have centred on the Department of Peacekeeping Operations and the Department of Field Support strategy to implement the recommendations of the Expert Panel on Technology and Innovation. Innovative technological solutions have been deployed to the field, including in camp security, convoy protection, information collection, management and analysis to improve situational awareness

and support a common operational picture. Technology is now a strategic enabler in peacekeeping operations, enabling a response to high-priority strategic areas, including on the implementation of the Uniformed Capabilities Development Agenda, and the enhancement of information, analysis and intelligence capacities. To capitalize upon the expertise and the experience of Member States and other external actors, the Departments have continued to expand the Partnership for Technology in Peacekeeping, including a third annual Partnership Symposium, to be held in the Republic of Korea in November 2016.

89. The use of aerial technology systems continued to be expanded during 2016 to improve information gathering. Unmanned aerial systems are now in use in three peacekeeping missions and are being planned in several others. A wide range of unmanned aerial systems are being used, including short range mini-unmanned aerial systems, and long-range and endurance systems that operate throughout the mission area.

90. As requested by the Special Committee in paragraph 53 of its 2016 report (A/70/19), in September 2016 the Department of Peacekeeping Operations and the Department of Field Support undertook an assessment of the deployment of unmanned aerial systems in peacekeeping operations. A dedicated summary of the findings of this assessment is included in the response to paragraph 53 of the addendum to the report, the implementation matrix.

Rapid deployment

91. The case for rapidly deployable capability is incontestable. Following extensive engagement with a broad range of troop- and police-contributing countries, six have pledged more than 10 units to the rapidly deployable level of the Peacekeeping Capability Readiness System. Following successful assessment and advisory visits and subsequent discussions with the relevant troop- and police-contributing countries, a substantial number of units are being elevated to rapidly deployable level 3 of the Peacekeeping Capability Readiness System, which will help reduce the deployment timelines for those units.

92. Furthermore, a vanguard concept is being developed, which outlines the components of a stand-by peacekeeping formation. A number of elements are required to complement and help operationalize this concept, including, for example, a rapidly deployable integrated headquarters. While the concept for the integrated headquarters has not yet been finalized, a tabletop exercise on rapid deployment will be undertaken before the end of 2016 to further refine these concepts and identify gaps that need to be addressed.

93. Progress was also made in supporting the rapid deployment of civilian staff through the creation of the Rapid Response Section of the Field Personnel Division of the Department of Field Support in January 2016. The section serves as an early intervention entity with a mandate to provide dedicated support and surge capacity to missions during critical phases of their life cycle (start-up, transition, downsizing or crisis management) at short notice. Since its establishment, the Section has provided strategic support and advisory services to six missions. Additionally, the Department of Peacekeeping Operations Justice and Corrections Standing Capacity and Standing Police Capacity served various peacekeeping operations and deployed on short notice to provide short-term expertise and surge capacity.

Medical standards and capabilities

94. Operational challenges in Mali and elsewhere underscore the urgency of delivering on the United Nations duty of care towards its peacekeepers. The Secretariat has set up a medical steering committee to establish the foundations of a medical performance framework, which will apply to both civilian and military health-care capabilities. Outcomes included as part of this initiative include the establishment of a mechanism to define United Nations medical standards for basic first aid or buddy response/lifesaver response, first responders, casualty evacuation and United Nations Level 1, Level 2 and Level 3, in consultation with Member States. Once complete, these standards will be rolled out to ensure that they are adhered to by all United Nations medical facilities and troop-contributing countries providing medical facilities in the field. In the meantime, issue papers will be submitted for consideration by the contingency-owned equipment working group on meeting urgent gaps that have been identified in the capacities and services of United Nations medical facilities as described in the contingency-owned equipment manual.

95. Standardized basic first aid training is an essential factor in decreasing morbidity and mortality. The Secretariat will adapt existing training programmes for promulgation throughout peacekeeping and is seeking extrabudgetary resources to support the development and the promulgation of these materials.

96. During 2016, the Department of Field Support continued to implement and ensure medical evacuation capabilities 24-hours per day 7 days per week, prioritizing the most dangerous missions. These specialized services have been implemented through military airlift capabilities or commercially procured services, and have aimed to meet international standards of casualty evacuation. For that, host States must support requests for medical and casualty evacuation, including air space access. In that connection, the Department of Field Support continued to address mission-specific impediments to night flight operations for purposes of casualty evacuation. In some missions, the composition of air fleets and medical facilities was revisited to ensure that there were sufficient resources to meet emergency requirements. The Office for Peacekeeping Strategic Partnerships, as part of its reviews of peacekeeping operations, will continue to assess the adequacy of medical support arrangements with a view to enhancing peacekeeper safety and security.

97. Missions that experienced challenges in responding to medical emergencies and evacuating casualties owing to a lack of adequate infrastructures or to the security situation were provided Member State Aeromedical Evacuation and Search and Rescue aircraft capabilities, with specialized equipment, such as night vision and/or missile protection systems, to ensure that such operations could be conducted safely.

Aviation

98. Despite operating in extremely challenging environments, improved services were provided through efforts such as the optimization of available resources, including by sharing regional air assets, establishing stand-by charter agreements, using satellite tracking systems and the use of an aviation information management

system. The Department of Peacekeeping Operations/Department of Field Support Aviation Manual was revised and updated in 2016, and included a new chapter on unmanned aerial systems. The implementation of the information management system across all missions was completed in 2016, and a new board has been formed to monitor progress and provide strategic guidance to further information management systems development. Ensuring a sufficient level of all-weather airlift capacity 24-hours per day, 7 days per week in field missions often constitutes a prerequisite for missions' ability to concentrate assets in time and space in support of mandate implementation and crisis management.

C. Developing stronger field support arrangements

Strategic alignment and priorities

99. In 2016, the Department of Field Support continued the process of aligning its organizational vision, priorities, performance frameworks and management forums around client and stakeholder expectations. Following a multi-year strategic reform effort, the Department of Field Support will consolidate its processes, tools and systems in pursuit of operational excellence, and a business concept that stresses continuous improvement in the delivery of consistent, reliable and sustainable results. In a revised organizational mission statement, the Department has also reaffirmed its commitment to contribute to the success of international peace operations with rapid, effective, efficient and responsible solutions.

100. Going forward, the Department will continue to focus on a core set of long-term priority initiatives, including (i) improving supply chain management; (ii) strengthening environmental management; (iii) fostering technology and innovation in the field; (iv) enhancing measures to combat misconduct, including sexual exploitation; and (v) supporting field-orientated reform of business processes in the United Nations Secretariat, in collaboration with the Department of Management and Member States.

101. The Department of Field Support will also continue to support global United Nations reforms, such as the extension of shared services to all field missions through the Global Service Delivery Model, the realization of Umoja benefits and the implementation of the mobility initiative spearheaded by the Department of Management.

Mission support performance management

102. The Department of Field Support has further institutionalized its mechanisms for measuring client satisfaction with field support services. The fourth edition of its global client survey was completed in 2016. This annual survey for all civilian and uniformed personnel tracks satisfaction with services across all missions. It is part of the Department of Field Support commitment to rapid, effective, efficient and responsible service delivery. Since its inception in 2014, the survey has become a key tool for understanding client perceptions, identifying challenges and driving improvements. In 2016, 65 per cent of respondents expressed overall satisfaction with support services, 15 per cent held a neutral opinion and 20 per cent expressed dissatisfaction. With nearly 7,000 participants, the survey is one of the largest United Nations client feedback exercises.

103. The Department of Field Support has also realigned its internal management forums to better nurture continuous improvement. The Department of Field Support Directors' meetings now systematically examine performance in key business areas on a weekly basis, identify challenges and initiate action. During quarterly reviews, senior management similarly tracks progress in the implementation of priority initiatives. Twice a year, Department of Field Support management convenes a client advisory board — a first in the United Nations Secretariat — to gather feedback from senior military, police and civilian client representatives and to recalibrate performance measures and priority initiatives. In sum, these management processes are designed to ensure that performance is reviewed, challenges are identified and corrective action taken in a systematic manner.

104. Moving forward, the Department of Field Support will further enhance its approach to performance measurement. To foster progress, the support components of peacekeeping missions will begin to employ a common set of performance indicators. Building on the balanced scorecard approach, these indicators will track core elements of support performance across missions. Combined with context-specific measures, the common indicators will help nurture a shared understanding of progress, gaps and challenges among staff, clients and stakeholders.

Environmental management

105. The Department of Field Support established environmental management as a core priority in 2016, mirroring the General Assembly's emphasis in the report contained in document 70/19 and in General Assembly resolution 70/286. In 2016, the Department defined a three-pronged vision for its initiative, emphasizing a commitment to maximum efficiency in the use of natural resources; minimum environmental risk to people, communities and ecosystems; and a positive environmental impact, wherever possible. An environment section, reporting to the Under-Secretary-General, has been set up to provide strategic guidance in pursuit of the Department of Field Support environmental vision.

106. A six-year strategy has been developed, which sets out five pillars for the first three years of implementation: (i) energy: reducing energy consumption, increasing the share of renewable energy, reducing levels of pollution from energy production; (ii) water and wastewater: conserving water, and reducing the level of risk to personnel, communities and ecosystems from wastewater management practices; (iii) waste: improving waste management, and reducing risk levels; (iv) wider impact: increasing the focus on the wider environmental impact of deployments, and contributing to positive environmental legacies; and (v) environmental management system: introducing a management model for headquarters, service centres and missions that motivates and monitors environmental performance.

107. To support strategy implementation, the Department of Field Support is building partnerships and strengthening policies and standards. A three-year technical assistance partnership with the United Nations Environment Programme will augment strategic advice capacity and technical assistance to missions. The set of specific Department of Field Support environmental frameworks has been strengthened with the promulgation of a new waste management policy. The Department of Field Support environmental policy, which sets standards for peace operations, will be updated in 2017.

Supply chain management

108. Transitioning to a supply chain management approach is critical for more rapid, effective, efficient and responsible support to field missions. Supply chain management seeks to combine end-to-end processes with increased visibility to assure the delivery of the right commodities to the right locations at the right time for the right cost. In line with the Committee recommendation contained in the report of the Special Committee on Peacekeeping Operations (A/69/19), the Department of Field Support continued to strengthen the development and the implementation of the necessary strategy, policy, guidance and performance measurement frameworks.

109. The transition to supply chain management is a multi-year endeavour requiring significant transformation of the Organization's processes, structures and mindset. To support this transition, the Department of Field Support developed a supply chain management blueprint in 2016 with operational guidance on the implementation of the supply chain management vision and strategy approved in 2015. The blueprint defines specific supply chain business processes, solutions and enablers for the years ahead.

110. To catalyse new approaches, the Department of Field Support had initiated four short-term projects promoting longer-term transformation: (i) the acquisition planning project resulted in a consolidated acquisition plan combining the 2016/17 requirements of all field missions to help optimize global sourcing and delivery strategies; (ii) the centralized warehousing project delivered guidance to all missions on standardizing warehouse practices and improving inventory visibility; (iii) the review of International Commercial Terms provided a comprehensive overview of systems contracts, including their delivery terms and the points of origin of goods, to help to more effectively consider delivery cost during procurement and help establish a global freight contract; (iv) the East Africa Corridor pilot project will serve as proof of concept for an integrated end-to-end supply chain by testing joint planning, sourcing and delivery for selected commodities across six missions in East Africa.

IV. Safety and security

111. In 2016, the number of hostile incidents targeted against peacekeepers by belligerent forces increased significantly compared to the previous corresponding period (1 November 2014 to 31 October 2015). The number of targeted attacks increased from 97 to 186. The fatality figures increased from 26 to 38 and injuries reduced from 111 to 91. In MINUSMA, the number of asymmetric attacks and fatalities of peacekeepers due to malicious acts constituted approximately 50 per cent of all related statistics across peacekeeping missions. The number of targeted attacks reported is 85, with 29 fatalities and 58 injured. The causes are mainly due to improvised explosive devices and direct attacks, which constitute 68 per cent of incident numbers. In early 2016, some of the terrorist attacks in northern Mali were more lethal and devastating than ever before. New measures to protect our personnel, including to counter improvised explosive devices, have resulted in reduced fatalities proportional to the total number of attacks.

112. Recalling the Special Committee's long-standing interest in improved peacekeeper casualty reporting, NOTICIAS, a secure, web-based reporting and database system, was being developed by the United Nations High-level Independent Panel on Peace Operations with Member State assistance. This new initiative was undertaken in consultation with the Department of Field Support, and will allow missions to report casualty data directly into a central database. Key Headquarters staff will receive automatic notifications when missions enter casualty data into the system, resulting in improved, strategic-level awareness of circumstances involving United Nations casualties. A fully functional version of the NOTICIAS system is expected to be in place by the end of 2016. An important complement to this additional functionality was the United Nations Operations and Crisis Centre's ongoing efforts to update and expand the existing Department of Peacekeeping Operations/Department of Field Support standard operating procedures regarding NOTICIAS.

113. In terms of crisis management, a crisis management working group chaired by the United Nations Operations and Crisis Centre developed a United Nations system-wide crisis management policy that was endorsed by the Secretary-General in July 2016. The policy provides clarity on roles and responsibilities and articulates how United Nations actors should coordinate their efforts in response to situations that, owing to their magnitude, complexity or gravity of potential consequence, require a multidisciplinary response from relevant United Nations system entities. Updated crisis management standard operating procedures for the Department of Peacekeeping Operations and the Department of Field Support have followed this policy, which has helped to inform the Operations and Crisis Centre's ongoing development of a field crisis management training course. This pilot course will address a wide spectrum of crisis situations in field missions and, through the conduct of several exercises, will assist senior managers in the further development and implementation of field United Nations crisis management procedures.

114. In tandem with the crisis management efforts of the Secretariat, the Department of Peacekeeping Operations is addressing and improving holistic crisis preparedness, in a mission-specific setting, through the organizational resilience programme officer. The focus of the mission-specific crisis preparedness approach is to measure current readiness, identify areas for improvement and embed crisis preparedness principles. The approach will interface with each mission and build realistic and likely scenarios. The testing is done through active participation of mission senior leadership in simulation exercises, followed by interactive debriefing sessions and reports.

115. The current Department of Peacekeeping Operations/Department of Field Support Field Occupational Safety Risk Management policy and programme, covering civilian and police personnel, has proven to be effective, with a significant reduction in general occupational risk, work workplace-related fatalities and injuries among these occupational groups, with up to a 75 per cent incident reduction rate in some peacekeeping missions (UNMIL, the United Nations Truce Supervision Organization, UNOCI) over the past three years.

116. The Department of Peacekeeping Operations/Department of Field Support Field Occupational Safety Risk Management programmes, fully implemented in all peacekeeping missions, have been further enhanced to now incorporate a higher

level of core compliance requirements in order to both increase the level of occupational protection standards and reduce risk for peacekeeping civilian and police personnel.

117. Military peacekeeping personnel remained the occupational group exposed to the highest occupational safety risk, with the highest number of fatalities, injuries and incidents. Consideration is being given to military personnel being incorporated under the Department of Peacekeeping Operations/Department of Field Support Field Occupational Safety Risk Management policy by the end of 2016.

118. The Department of Peacekeeping Operations/Department of Field Support Field Occupational Safety Risk Management policy, with its safety risk management concept and methodology, was recently used by the United Nations Secretariat as a baseline reference model for the development of the United Nations occupational safety and health policy, which is anticipated to be approved by the Management Committee in September of 2016. The policy, once approved, will apply to the United Nations Secretariat to harmonize occupational safety and health risk management.

119. The Office for Peacekeeping Strategic Partnerships continued to make the safety and security of the field missions' uniformed components an integral part of mission reviews. Gaps observed in safety and security during reviews were promptly addressed to the mission leadership and reported to the Department of Peacekeeping Operations and the Department of Field Support leadership. The importance of planning and the need for information-led operations were continually noted during reviews. In addition, proper training, both predeployment and in-mission, adequate equipment and clear command and control arrangements were equally addressed as priorities for the safety and security of the peacekeepers.

120. UNMAS directly contributes to the safety and security of peacekeeping personnel by addressing explosive threats through its risk mitigation and clearance activities. As asymmetric attacks have increased, UNMAS has focused significant resources on mitigating the threat of improvised explosive devices, both in its operational response in missions and in its efforts to provide guidance and develop a coherent policy and strategic response by the United Nations. To mitigate the threat of improvised explosive devices, UNMAS, in coordination with the Office of Military Affairs, provided predeployment training to troop- and police-contributing countries that do not currently have that capacity. Guidelines were developed on improvised explosive device threat mitigation in mission settings to contribute to a system-wide approach to the threat. A lexicon, aimed at developing a common knowledge base on improvised explosive devices, has also been published and an online resource hub on improvised explosive devices was created.

121. The Department of Peacekeeping Operations has initiated a Member States working group to develop an improvised explosive device threat mitigation military and police Headquarters handbook and an explosive ordnance disposal/improvised explosive device disposal military unit manual. To support those efforts, UNMAS has sought to increase its specialized advisory capacity at Headquarters.

V. Conduct, discipline and accountability

A. Conduct and discipline

122. Considerable progress was made towards strengthening accountability and transparency. Conduct and discipline functions in field missions are now monitored more closely, with accountability enhanced by electronic quarterly and annual reporting tools, reflecting the implementation of the Department of Political Affairs/Department of Peacekeeping Operations/Department of Field Support policy on accountability for conduct and discipline in field missions and related accountability framework. The policy highlights roles, individual responsibility and accountability in implementing measures to prevent, respond and provide remedial actions for instances of misconduct, including for sexual exploitation and abuse, in field missions. Leadership at all levels remained important to set the tone and lead by example in demonstrating how seriously conduct and discipline is being viewed. Transparency was also enhanced, with more information being made available to the public on the conduct and discipline website, through more regular updates.

123. Advances were made in preventive efforts. With the expansion of United Nations misconduct vetting to include military contingent and formed police unit members in April 2016, all categories of personnel are now vetted for misconduct during prior service in United Nations peace operations. Member States also formally began certifying that they had no national record of prior misconduct among deploying personnel. As part of the proposals on special measures for protection from sexual exploitation and sexual abuse, a mandatory e-learning programme on sexual exploitation and abuse was developed and will be available by the end of 2016, in addition to core existing predeployment training and core induction materials. A Secretariat-wide communications strategy was issued to field missions to enhance outreach and awareness-raising.

124. Regarding the response to allegations of misconduct, annual quality assurance exercises continued to improve the handling of cases and to allow for reduction in systemic delays, taking a regular inventory of the status of open cases to ensure that required actions are taken in a timely manner. Furthermore, Member States continued to adopt best practice in addressing misconduct, investigations and follow-up actions.

125. Conduct and discipline teams continued to directly support senior managers of larger field missions and remotely support those in smaller missions in carrying out their functions. Regional conduct and discipline support arrangements are fully established for all peacekeeping missions. A continuous learning programme for conduct and discipline personnel in field missions was delivered, in order to further build conduct and discipline capacity.

126. Excluding allegations of sexual exploitation and abuse, between July 2015 and June 2016, a total of 712 misconduct allegations were received for all categories of personnel (150 category 1 and 562 category 2 matters).[1] The number of overall allegations has seen a slight increase in category 2 matters over the past year, with

[1] Updated data on allegations of sexual exploitation and abuse can be found on the website of the Conduct and Discipline Unit at https://cdu.unlb.org/Statistics/OverviewofStatistics.aspx.

category 1 matters remaining similar. In 2014-15, 669 allegations were received for all categories of personnel (147 category 1 and 522 category 2 matters). Fluctuations in the numbers of allegations can be expected, particularly when there are increases in the number of personnel deployed and with stronger complaint reception mechanisms being put in place.

127. There continues to be a strong level of response from Member States to requests for information and actions taken in matters referred for investigation and disciplinary actions at the national level with respect to substantiated cases of misconduct by military and police personnel. Between 1 January and 31 August 2016, 196 requests were sent to Member States for action related to allegations on all forms of misconduct, with a total of 164 responses received. Responses from Member States related to their intention to investigate matters, the results of investigations or the results of actions taken on substantiated allegations. This continued increase in the level of responses is significant in terms of the partnership that must exist between the United Nations and its Member States in order to ensure that all allegations are addressed fully and comprehensively.

128. The adoption by the General Assembly of resolution 70/286, on cross-cutting issues, reaffirms the commitment of Member States and the Organization to fully implement these initiatives and the United Nations policy of zero tolerance for sexual exploitation and sexual abuse. This commitment supports the robust programme of action set out in the last two reports to the General Assembly on special measures for the protection from sexual exploitation and sexual abuse (A/69/669 and A/70/729), which is being steadily implemented in United Nations peace operations. Advances made in that respect, as well as data specifically related to sexual exploitation and abuse for the 2016 calendar year and analysis of that data, will be provided in the next report on special measures for the protection from sexual exploitation and sexual abuse, to be issued in February 2017.

129. Inter-agency partnerships have been strengthened since the appointment, in March 2016 of the Special Coordinator on Improving United Nations Response to Sexual Exploitation and Abuse, in particular in drafting protocols and preparing standardized tools and guidance to enable a system-wide harmonized approach. Guidance on the implementation of Security Council resolution 2272 (2016) has also been developed, addressing sexual exploitation and abuse by United Nations peacekeepers. That guidance has been provided to the President of the Security Council.

B. Leadership and accountability

130. Both Departments continued to refine their tools for leadership landscape analysis and succession planning with a view to improving selection processes. Standard operating procedures for the selection and appointment of senior mission leaders were updated and are being implemented. A review of assessment tools was under way with a view to strengthening the merit-based selection process. Enhanced interdepartmental coordination and timely support to the appointment and on-boarding process allowed the Department of Peacekeeping Operations to maintain a stable and low vacancy rate among senior leadership positions in the field: 1 out of 34 positions was vacant as at September 2016. The duration of vacancies at heads

and deputy heads of mission level also continued to decrease. In the first half of 2016, 71 per cent of newly appointed heads or deputy heads of mission assumed their functions within seven days of their successor's departure, compared to 37 per cent in 2015.

131. Efforts have continued to ensure that newly appointed senior leaders are equipped with the skill set needed to execute multidimensional mandates. Revised guidelines for comprehensive in-briefings were updated. The leadership partnering initiative, launched in November 2014 by the Department of Field Support, continued to expand with positive feedback from participating senior leaders.

VI. Observations

132. At this time of transition of the Organization, it is an opportune moment to take stock of United Nations peacekeeping today and progress made over the past 10 years. As the present report demonstrates, clear strides have been made in adapting United Nations peacekeeping to contemporary conflicts. A range of ambitious initiatives aimed at strengthening performance and capabilities has laid the groundwork for a more deliberate and systematic approach to the preparation and management of peacekeeping operations. The impact of some of these initiatives is visible in the decline in the number of attacks against peacekeepers in Mali that resulted in casualties. Member State engagement and a series of high-level events have galvanized support, across regions, for a modern and progressive vision of peacekeeping, which is a common endeavour.

133. These efforts are a work in progress. The strategic and requirement-based approach to force generation initiated at the 2015 Leaders' Summit on Peacekeeping must continue to be institutionalized, with a view to enhancing the operational readiness, the capabilities and the performance of the military, police and, increasingly, civilian components of United Nations peacekeeping operations. This moment should be built on to address the most pressing challenges related to the protection of civilians, effective cooperation with host States and the role of peacekeeping in supporting political settlements.

134. United Nations peacekeeping operations are yet to realize their full potential with regard to the protection of civilians in conflict. While significant progress in policy and guidance development is being made to better inform and prepare mission leaders and personnel to undertake protection tasks, it is not enough. Troops and police must demonstrate leadership and the will to protect. The failure to follow orders, hidden caveats and the sudden withdrawal of personnel when they are most needed undermine the standing of the Organization and the nations it represents. Protection must be more systematically integrated into political strategies to end conflict. A collective effort is required to ensure mission-wide protection strategies, which go well beyond the use of force, are routinely designed and implemented.

135. A similar effort is required to preserve the international unity on which effective peacekeeping rests. A strong partnership between the Security Council, host State authorities, regional stakeholders, troop- and police-contributing countries, civil society, the United Nations system and international financial institutions founded on shared objectives and priorities and sustained through

regular dialogue and engagement is key to enhancing the impact of United Nations peacekeeping operations.

136. In the near term, the peacekeeping environment will remain volatile and place the system under strain. Strengthening the agility, the flexibility and the responsiveness of peacekeeping is fundamental for it to remain a viable tool for the maintenance of international peace and security. The future of peacekeeping lies in its ability to re-interpret core mandate tasks, use rapidly deployable expertise and be agile enough to shift posture as the situation on the ground evolves. The focus on performance should go beyond uniformed capabilities to encompass civilian performance, under a broad and overarching framework for evaluating peacekeeping impact. That cannot be done without a re-examination of the management architecture for peacekeeping, including legislative and Secretariat structures.

137. It is my hope that the Special Committee for Peacekeeping Operations will be able to rise to the challenge of providing timely, forward-looking and substantive guidance on policy and cross-cutting issues to the Secretariat as it seeks to chart a new direction for peacekeeping. United Nations peacekeeping remains an essential tool, one that has transformed the lives of countless children, women and men scarred by conflict. It is made stronger when an honest and genuine dialogue on peacekeeping challenges takes place between the General Assembly, the Security Council and the Secretariat. The Special Committee plays a key role in fostering such a dialogue. I hope that it will be able to continue doing so with dynamism and openness.